



CITY OF SANTA BARBARA

COUNCIL AGENDA REPORT

AGENDA DATE: June 28, 2011

TO: Mayor and Councilmembers

FROM: City Administrator's Office

SUBJECT: Police Building Subcommittee Report And Recommendations

RECOMMENDATION:

That Council receive a report from the City Council Ad Hoc Subcommittee regarding the rebuilding of the Police Department Headquarters and agree with the recommendations outlined in the report.

DISCUSSION:

On March 1, 2011 the City Council heard a report on the need to rebuild the existing Police Department Headquarters due to numerous deficiencies and outdated building systems, most importantly including an analysis identifying structural deficiencies of the building that could make it inoperable after a major earthquake.

The City Council appointed a three member City Council ad hoc Subcommittee comprised of Councilmembers Rowse, Self, and White to address the following issues:

- Recommendations on next steps for furthering analysis of rebuilding the Police Department Headquarters on the existing site on Figueroa Street;
- Initial thoughts and analysis for funding options; and
- Return to Council with a report in 90 days

The attached report is a summary of their work over five Subcommittee meetings and includes recommendations for further action.

Building History:

The Police Department Headquarters, constructed in 1959, is a concrete and steel structure that operates as an essential facility for the City of Santa Barbara. The facility currently houses approximately 214 police officers and staff and is a complex building serving a number of public safety needs. The building not only serves as the main

administrative facility for the Police Department, but also includes a holding facility and shooting range, chemical and Special Weapons and Tactics (SWAT) equipment, criminal records, crime scene evidence handling and storage, and the Police and Fire combined communication center for 911 calls and radio communication.

Over the years, incremental improvements to the building have been constructed and proposed. Most recently, Council directed the rehabilitation of the locker rooms in the basement of the building as a Redevelopment Agency capital project at an approximate cost of \$2 million.

However, as Public Works staff worked on developing the project and prepared additional analyses of the building, the issues that were required to be addressed by the State Building Code cascaded upon themselves to produce a revised project scope and cost estimate of almost \$25 million.

Building Deficiencies

The building deficiencies identified in the analysis that lead to the cost increase include the following:

- Seismic Structural Performance;
- Heating, Ventilation, and Air Conditioning replacement;
- Outdated Electrical systems;
- Outdated Plumbing systems;
- Americans with Disabilities Act requirements;
- Roof Replacement;
- Lead and Asbestos removal;
- Fire Protection system upgrades;
- Parking shortfalls; and
- Contaminated soils

The Subcommittee confirmed that rebuilding the Police Department Headquarters is the appropriate approach to deal with these deficiencies, and is the number one capital need for the City of Santa Barbara.

In particular, the recently discovered seismic vulnerability of the building in case of a large seismic event makes this work imperative and timely.

Subcommittee Recommendations

Based upon this and the information contained in the attached report, the Subcommittee recommends that the City Council take the following actions:

- Confirm that rebuilding the Police Department Headquarters at the existing site as the number one capital infrastructure need for the City of Santa Barbara;
- Consider at a future Council meeting entering into a contract with a qualified architectural firm and professional team to develop additional planning, design, and cost estimating for a project
- Take action to accumulate close to \$20 million of Redevelopment Agency funding for this project, through use of the remaining budgeted dollars for this project and use of future fiscal year's tax increment growth.
- Consider the placement of a voter approved financing mechanism on the November 2012 ballot to fund the remaining of the capital needs for the project. The actual placement and type of mechanism put before the voters will be determined at a later date.
- Direct staff to examine opportunities for moving the communications/dispatch facility to an appropriate interim location while the planning, design, financing and construction of a new Police Department Headquarters takes place.
- Move forward with the community outreach efforts outlined in the report;
- Continue the Police Building Subcommittee work on an ad hoc basis to provide support to staff in furthering this project forward in a timely manner; and
- Report back to the full City Council on next steps and recommendations within 120 days.

BUDGET/FINANCIAL INFORMATION:

There is no budget or financial impact of the action proposed for today. City Council and the Redevelopment Agency Board have recently taken actions to identify close to \$20 million in Redevelopment Agency funds for rebuilding the Police Department Headquarters. With an estimated cost of closer to \$50 million, the City Council and community will have to determine how to close the remaining gap in order to fund the project.

ATTACHMENT: City Council Ad Hoc Subcommittee Summary of Recommendations dated June 2011

PREPARED BY: Paul Casey, Assistant City Administrator

SUBMITTED BY: Paul Casey, Assistant City Administrator

APPROVED BY: City Administrator's Office

**City Council Ad Hoc Subcommittee on Police Building
Summary of Recommendations to City Council
June 2011**

Introduction

In January 2011 the City Council held a worksession on the status of the police building locker room remodel project. As explained below, the cost of what was thought to be a straightforward remodel of outdated, cramped, and undersized locker rooms in the basement of the Police building project started approaching \$25 million due to numerous structural and building deficiencies.

After further analysis, it became evident to staff and the City Council that it was fiscally and operationally prudent that the police facility be replaced with a structure that meets current seismic requirements for a police building, as well as addressing the inadequate space needs of the current building.

On March 1, 2011 the City Council heard a follow up report, and appointed a three member City Council subcommittee to address the following issues:

- Recommendations on next steps for furthering analysis of rebuilding PD on existing Site;
- Initial thoughts and analysis for funding options; and
- Return to Council with a report in 90 days

The three member Subcommittee consists of Councilmembers Randy Rowse, Michael Self, and Bendy White. This report is a summary of their work over five Subcommittee meetings and recommendations for further action.

Analysis of Rebuilding Police Building on Site/Existing Conditions

The Police Station, constructed in 1959, is a concrete and steel structure that operates as an essential facility for the City of Santa Barbara. The facility currently houses approximately 214 police officers and staff and is a complex building serving a number of public safety needs. The building not only serves as the main administrative facility for the Police Department, but also includes a holding facility and shooting range, chemical and Special Weapons and Tactics (SWAT) equipment, criminal records, crime scene evidence handling and storage, and the Police and Fire combined communication center for 911 calls and radio communication.

Space deficiencies of the police building have been evident for years. A bond measure in November 1999 was put to the voters to build a new police building to address the space needs of the Department, but it failed to achieve the two thirds required voter support (45% of voters supported the bond measure).

Since that time, the City's approach has been to make more modest, incremental improvements to the building as funding becomes available. For instance, in 2006 the front lobby was remodeled at a cost of just under \$600,000.

The next project was to refurbish the outdated, cramped, and insufficient lockers rooms in the basement. Initial project costs were expected to be in the \$2 million range.

However, as Public Works staff worked on developing the project, the issues that were required to be addressed by the State Building Code cascaded upon themselves to a revised project scope and cost estimate of almost \$25 million. The deficiencies identified in the analysis that lead to the cost increase included the following:

- Seismic Structural Performance;
- Heating, Ventilation, and Air Conditioning replacement
- Outdated Electrical
- Outdated Plumbing
- Americans with Disabilities Act requirements;
- Replacement of the Roof;
- Lead and Asbestos removal;
- Fire Protection system upgrades;
- Parking shortfalls; and
- Contaminated soils

The Subcommittee re-reviewed this analysis prepared by Public Works staff, and confirmed the deficiencies to the building.

The most concerning issue to the Subcommittee was that it has recently been discovered by an analysis of a structural engineer, that the structural deficiencies of the building may make it inoperable after a significant earthquake. The combined Police and Fire Communications Center (911) in particular may not be available after a disaster or badly compromised during an event which would dramatically hinder the City's response.

The Subcommittee determined that the cost and effectiveness of remodeling the existing building is no longer attainable, with a cost of almost \$25 million to rectify a number of the problems – yet even after that work is complete, the City would only have partially dealt with the structural deficiencies, lost more functional space, and not have adequately addressed already deficient space needs, ineffective and inefficient layouts, inappropriate adjacencies between operational departments of the police building, and continued ongoing costs of maintaining a building infrastructure built in 1959. In addition, after spending \$25 million, the Police Department would still be reliant on leasing office space to supplement the size of the current building.

It was confirmed that in order to provide the community with a structurally safe and efficient police headquarters for the 21st Century, it was time to rebuild the Police Department Headquarters.

Rebuilding Options

Similar to the Council worksession in January, the Subcommittee considered a number of rebuilding options, including rebuilding on the existing site. Other options considered included:

- Other City owned land
- Public Private Partnerships
- Purchase of additional land
- Police Sub Stations

The existing site was determined to be the best and most appropriate location due to police operational needs, including proximity to the Courts and District Attorney's Office, cost efficiency of rebuilding on already City owned land, and the fact that the existing site has been a police station for over 50 years and has been accepted in the neighborhood. Of course, relocation costs and logistics during construction will be a challenge and an added cost to rebuilding on the existing site.

Other City owned land was considered but did not have as good a location for police operations, or are located in flood zones which is problematic for a building that operates as an essential facility.

Public/Private partnerships were considered, but the costs of entering into such an arrangement are similar to the City constructing on City owned land, but with the additional costs of land acquisition and/or some appropriate rate of return for the private land owner.

Substations were also discussed at length by the Subcommittee. The different approaches to substations was considered, including looking at building new substations in lieu of a main administrative headquarter or looking at renting storefront substations. Constructing new substations was determined to not make sense financially with the costs of building numerous facilities throughout town. For the storefront approach to substations the Police Department reported that this has been tried by other jurisdictions in the past, but that the cost of maintaining constant staffing and presence at these facilities turns out to be very challenging. Many communities who have tried storefront substations in the past have since essentially halted that approach.

Even if substations in storefronts were pursued though, there will still be a need for a main police administration building to efficiently deal with records management and storage, investigations, dispatch, evidence handling, holding cells, shooting range, locker rooms, briefing rooms, and the like. It's due to these issues and concerns that very few if any cities of Santa Barbara's size or geography use substations in lieu of a main police administrative building.

Based upon this analysis, the Subcommittee re-affirmed that rebuilding on the existing site is the appropriate path to pursue.

Need for Additional Planning and Cost Analysis

With the change in direction from a locker room remodel to a building replacement project, the Subcommittee recommends that the City Council further develop the initial planning and cost estimates for rebuilding on site. Initial rebuilding costs are approximately \$50 million but should be better refined.

The Subcommittee recommends that Redevelopment Agency budgeted dollars be used to hire an architect and development project team to provide better information on the following planning efforts:

- Confirm space needs and scope
- Confirm site constraints and opportunities
- Prepare very preliminary and rough design approach
- Develop a better cost estimate
- Develop a design approach and approval process

This effort could take six to nine months to complete, but is critical to any movement going forward with a new building. In order to expedite the time it takes to bring a project team on board, Staff has already prepared and issued a Request for Proposal and released it to interested parties. Final consideration of entering into a contract though will have to return to the City Council for approval.

The Subcommittee also reviewed information on other police buildings built in the State of California over the past ten years – and determined that initial estimates for construction costs of this essential facility is in line with other jurisdictions. Most, but not all, of these police building built over the past ten years were funded through voter approved general obligations bonds.

Possible Funding Options

Construction of an approximately \$50 million long term capital project is expensive and difficult to do within existing budgets. The Subcommittee looked at a number of funding options to address this capital need, including:

- Use of additional Redevelopment Agency dollars
- General Fund dollars
- Grant opportunities
- Public Election funding mechanisms like:
 - Parcel Tax
 - General Obligation Bond (based on property tax)
 - Sales Tax
 - Others

Currently, there is \$7 million remaining in the RDA Police Building project account. The Subcommittee recommends maximizing the use of RDA dollars to offset the need for voter approved funding or other sources by accumulating closer to \$20 million through re-programming of existing Redevelopment Agency projects and use of future tax increment dollars through the remaining years of the RDA's life. Of course, use of additional RDA dollars is dependent upon whether efforts at the State level to eliminate all redevelopment agency activity going forward effective July 1, 2011 are successful or not.

Even after setting aside \$20 million of RDA monies for this project, the Subcommittee recommends that the City Council consider a voter approved financing mechanism to complete the financing of this critical project, and continue the planning and public outreach process with the possibility of a November 2012 election in mind. The actual decision to place a measure on any future ballot will be made by the City Council in the future.

The type of voter approved measure will also need to be determined. Whether a measure will require majority approval or two-thirds approval will be determined based upon the type of mechanism put forward to the voters.

For instance, a general obligation bond creating an increase in annual property tax payments based upon assessed value would require two-thirds voter approval.

However, a general tax increase to say the City's sales tax of ¼ percent, coupled with an advisory ballot measure to direct these funds to pay off debt for constructing the new police facility, would require a majority approval.

Further analysis and public polling will likely be required to assist the City Council in determining if and how to move forward with a voter approved financing mechanism.

Interim Approach for Communications/Dispatch

One of the focuses of the Subcommittee was on the need to address issues facing the existing combined Police and Fire communications center. The communications center is currently located in the basement of the existing Police building, and the Subcommittee is concerned about the structural integrity of the building in the event of a major earthquake, and the operational capabilities of the communications center after such an event.

Staff and the Subcommittee discussed the need to consider moving the communications and dispatch facility in the short term until a replacement building can be planned, designed, funded and built.

One option considered was looking into combining the dispatch with the County Sheriff's facility. Police staff shared that discussions have occurred with regards to that

possibility, however, the current dispatch computer programs used by each entity are different, and costly to rectify. That and operational concerns do not make that a feasible alternative.

Instead, the Subcommittee recommends that staff look for another interim location within existing City facilities that could adequately and appropriately accommodate the communications and dispatch center for the next five years while a new Police building is constructed. Staff is examining a couple of possible relocation options, and will return to Council with cost estimates and direction at a date in the near future. Funding for this interim approach could come from the existing RDA budget for the police building efforts, as well as some grant monies that could be available for this.

Community Support and Outreach Possibilities

The Subcommittee recognized that it is vitally important to educate the public about the deficiencies of the police building, and the need to replace it. They discussed possible community support and outreach ideas, and recommend the following:

- Prepare a City TV /Channel 18 informational presentation on the building's deficiencies and needs;
- Present the need for a new facility to a joint meeting of the Police and Fire Commission and Planning Commission;
- Conduct a number of focused public tours of the facility to key community leaders and interested parties; and
- Examine the need and interest in developing a community support organization to further the discussion and education of the need for a new facility.

Recommendations

The Subcommittee has determined that rebuilding the Police Department Headquarters is the number one capital need for the City of Santa Barbara due to the numerous building and operational deficiencies of the existing 1959 structure. In particular, the recently discovered seismic vulnerability of the building in case of a large seismic event makes this work imperative and timely.

Based upon this, the Subcommittee recommends that the City Council take the following actions:

- Confirm that rebuilding the Police Department Headquarters at the existing site as the number one capital infrastructure need for the City of Santa Barbara;
- Consider at a future Council meeting entering into a contract with a qualified architectural firm and professional team to develop additional planning, design, and cost estimating for a project

- Take action to accumulate close to \$20 million of Redevelopment Agency funding for this project, through use of the remaining budgeted dollars for this project and use of future fiscal year's tax increment growth.
- Consider the placement of a voter approved financing mechanism on the November 2012 ballot to fund the remaining of the capital needs for the project. The actual placement and type of mechanism put before the voters will be determined at a later date.
- Direct staff to examine opportunities for moving the communications/dispatch facility to an appropriate interim location while the planning, design, financing and construction of a new Police Headquarters takes place.
- Move forward with the community outreach efforts outlined in the report above;
- Continue the Police Building Subcommittee work on an ad hoc basis to provide support to staff in furthering this project forward in a timely manner; and
- Report back to the full City Council on next steps and recommendations within 120 days.